TOO MUCH OF A GOOD THING?
RETAIL OVERLOAD IN ALBEMARLE

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The wealth of places to shop, eat, see movies, and enjoy other entertainment is a key component of the strong quality of life we enjoy in Albemarle County and the Charlottesville-Albemarle region. Retail development is important for economic health as well, generating jobs and tax revenue. But too much of a good thing can cause serious problems for the County, the City, and the entire region, including traffic congestion, air and water pollution, loss of open space, and harm to existing retail, all of which diminish long-term economic growth and residents' quality of life.

Most land rezoned in the County occurs in reaction to property owners or developers seeking to maximize their potential financial return on a property. Rezoning proposals are considered individually. Yet despite the best efforts of planning staff, planning commissioners, and the Board of Supervisors, seldom does anyone look at the "big picture" of County-wide land scheduled for development. How much residential, retail, and office development is built, under construction, or in the pipeline? How much land is already zoned for such purposes? What is the amount of land needed for retail, office and residential growth based on current and projected population and economic growth?

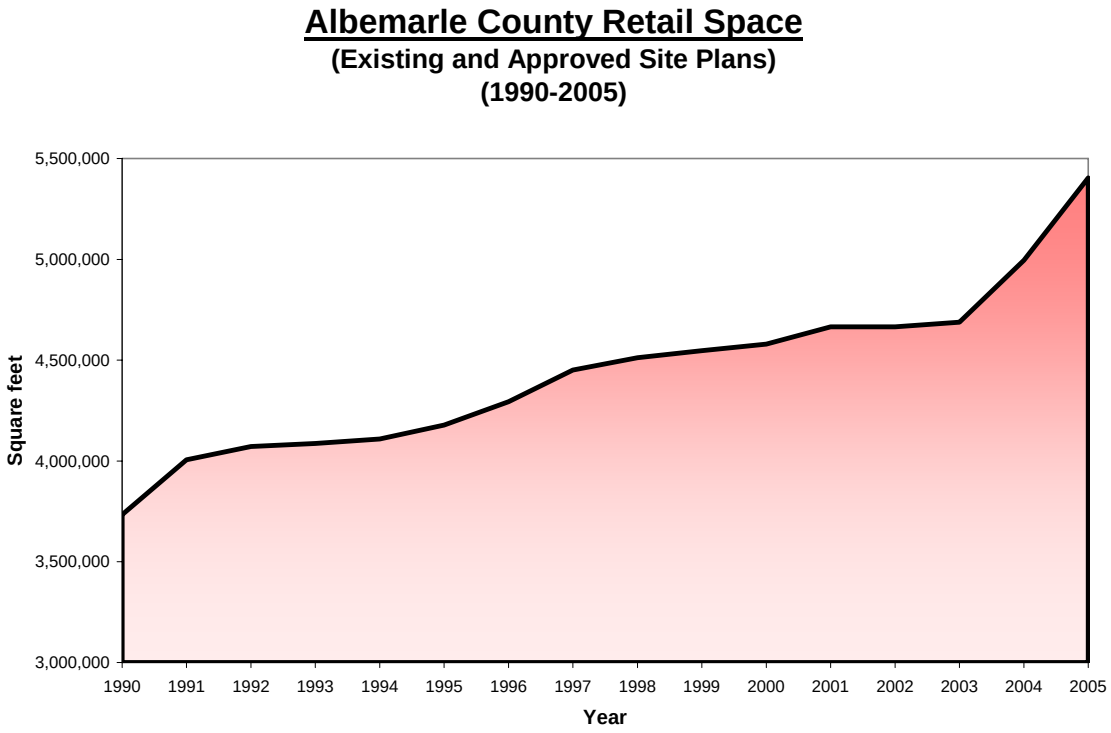
Recently, such questions about the extent and pace of growth in the County have led officials to try to step back to examine this big picture. Similarly, many citizens and civic groups have been seeking to put the many recent large development proposals into a larger context. For the most part, attention has focused on the explosion of residential development approved and proposed in the County. Comparatively little attention, however, has been paid to retail growth and to the capacity of the County to absorb the massive amount of additional retail that has been proposed.

This report focuses on retail growth in Albemarle County. It examines the amount of space currently approved or proposed for retail purposes and the amount of retail that is supportable in the County.[1] As will be seen from the report, there has been a significant increase in retail space in the County in recent years. That increase pales in comparison, however, to the fact that the County currently has at least 3.3 to 3.5 million square feet of retail in the pipeline – about 2.5 to 3.5 times the reasonable absorption rate estimated by the County and almost as much retail as existed countywide in 1990. If these projects are all approved, total retail in the County could surge from roughly 4.7 million square feet today to more than 8 million square feet. The County is in danger of damaging its economic vitality, environment, and quality of life through an overbuilding of commercial space. This report suggests steps that should be considered to help promote long-term, sensible growth consistent with the County's plans.

Albemarle's Retail Growth

Unfortunately, data on retail space in the County in previous years is incomplete and not readily available, according to County staff.

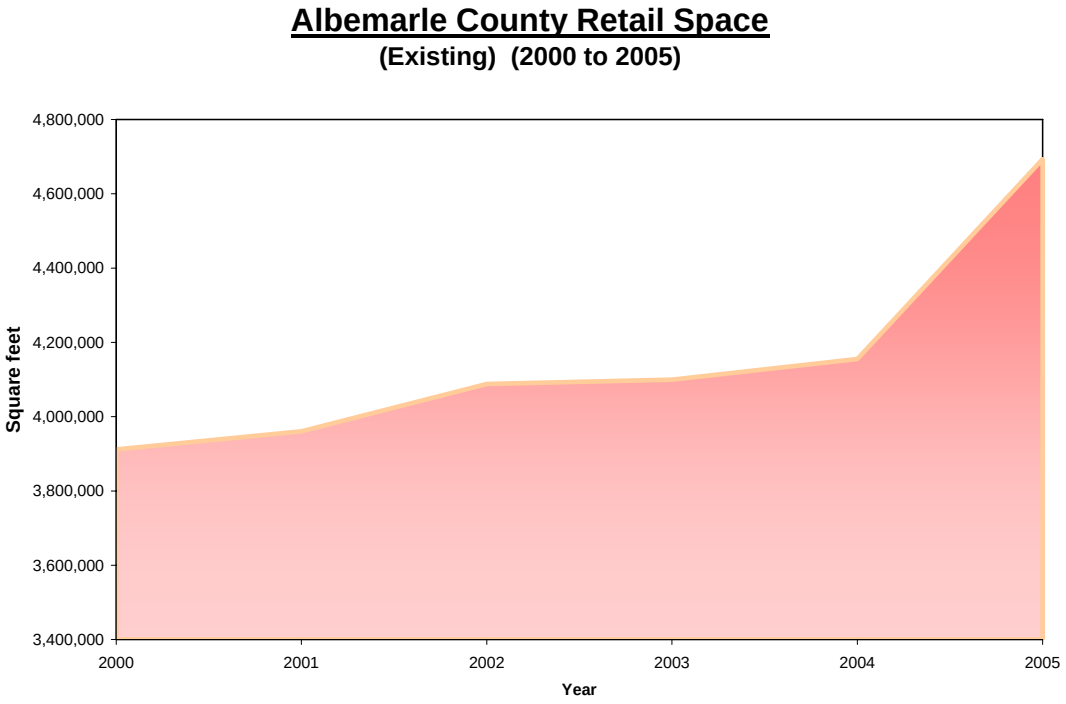
A useful set of estimates developed by the County's fiscal analyst, Steve Allshouse, is based on approved site plans and data on existing retail. Using this method, the County is estimated to have had approximately 3.7 million square feet (SF) of retail space in 1990, which increased to over 4.5 million SF by 2000 and to just over 5.4 million SF in 2005.[2] These estimates are the basis for the chart below.



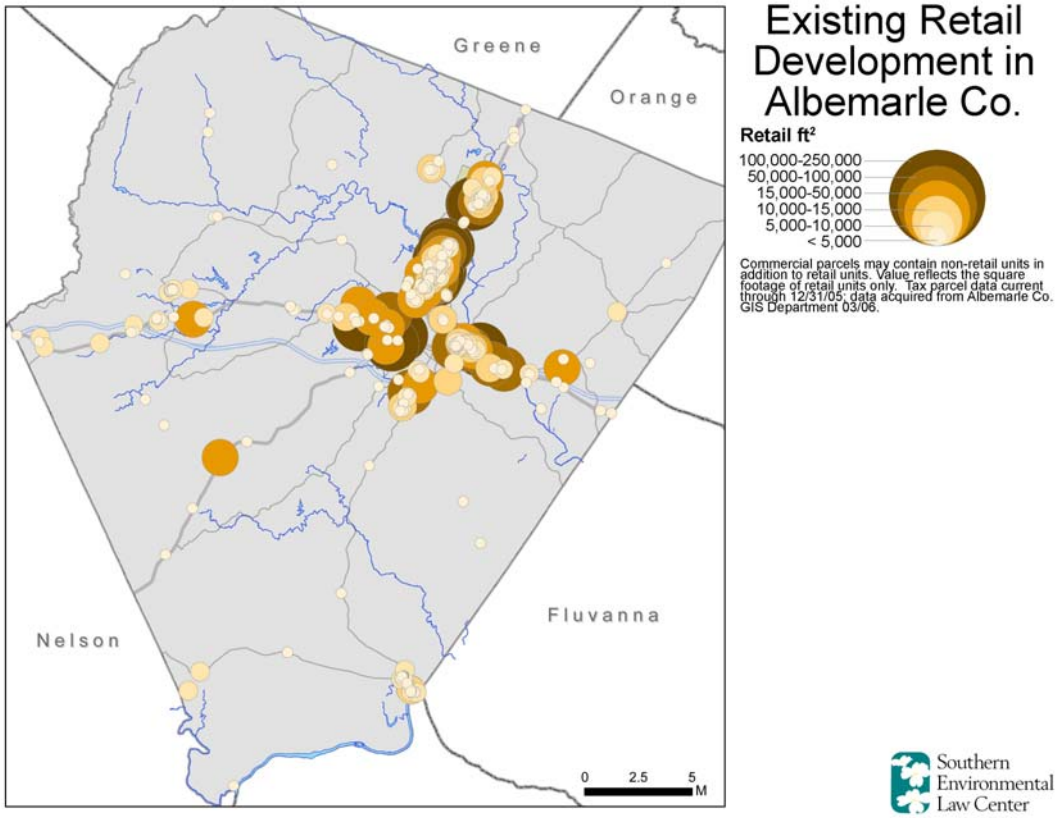
Since these figures include approved site plans, however, they include projects that may not have been built yet or may not have been built to the extent approved. As a result, these figures overestimate existing total retail space. This is definitely the case for the estimate for 2005, which includes several projects that have not yet been built. Nonetheless, these estimates provide a useful and relatively accurate estimate of retail space in the County, particularly in earlier years.

Using another set of data from the County that excludes approved site plans, it appears that existing retail at the end of 2000 totaled a little over 3.9 million SF.[3] By the end of 2005, retail space in the County had reached roughly 4.7 million SF. Thus, retail space in

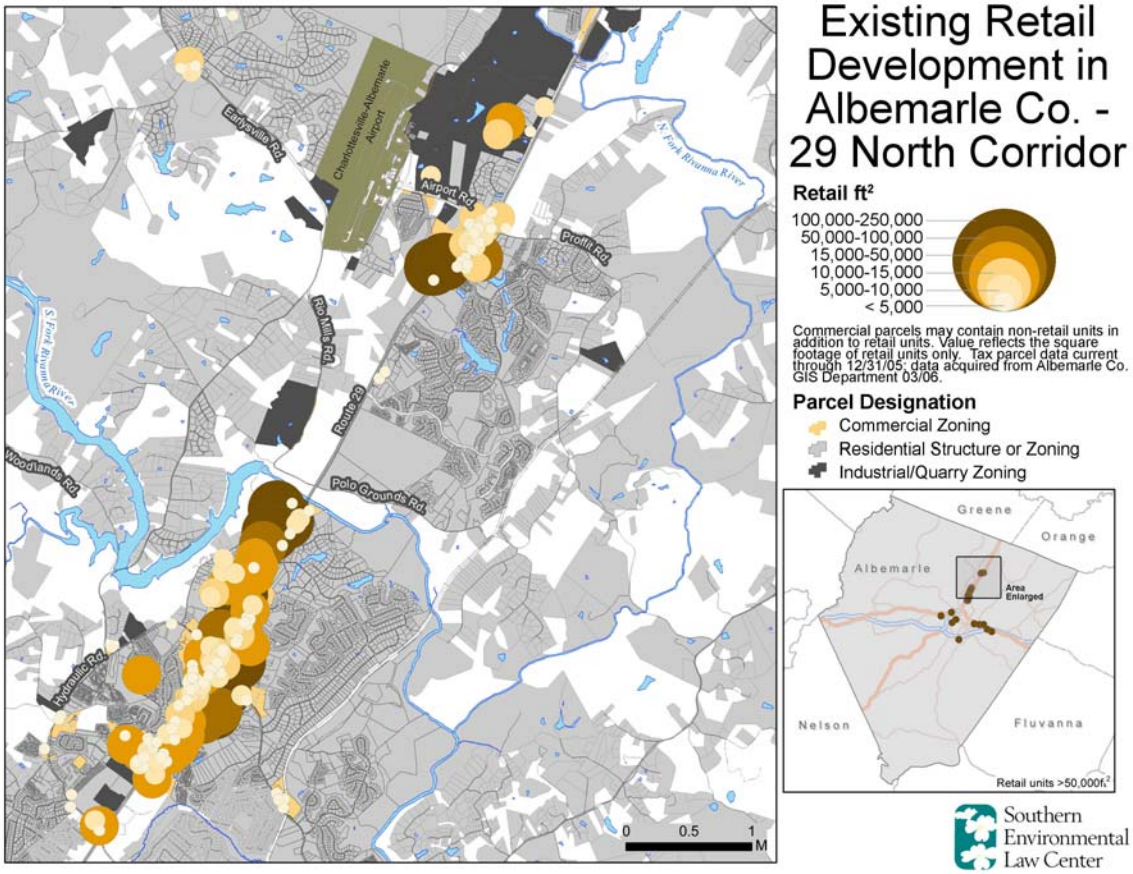
the County increased by almost 20% in just the past five years, and most of that new retail development was built in 2005, as shown in the chart below.



As the map below shows, most retail in the County is located in the 29 North Corridor.



The following map shows the current location and scale of retail in the 29 corridor.



Albemarle's Retail Capacity

The continued growth in population and income in the County and surrounding area will result in demand for additional retail. There is, however, only so much retail the area can absorb.

The County's fiscal analyst, Steve Allshouse, has studied retail absorption potential in the County. Most recently, Mr. Allshouse estimated in July 2003 that the County could absorb approximately 1,000,000 SF of additional retail space between 2003 and 2013.[4] More recently, Places 29 consultant ZHA, in a draft report dated January 14, 2006, predicted that Albemarle could support between 1.0 and 1.4 million SF of new retail from 2005-2015, based on population and income growth in the County and growth in Nelson, Fluvanna and Greene.[5] To be clear, these projections are not just for growth in the 29 North corridor – they are projections focused on the entire County as a whole.

Retail Projects on the Immediate Horizon

A staggering amount of retail construction has been approved or proposed in the County.

In fact, the amount of new retail already approved for construction just along the Route 29 North Corridor would meet 75-100% of the estimated saturation point projected for the entire *County* during the next ten years, according to ZHA. See chart below.[6]

County-Wide Supportable Square Feet of Retail Space Versus Approved Projects Only in Northern Development Area, 2005 – 2015

SF Supportable in Albemarle County as a Whole	**1,040,000 – 1,368,100 SF**
Projects Under Construction, Hollymead Town Center – Area B: 500,00 SF approved, 307,000 complete	193,000
Approved Rezoning, Hollymead Town Center – Area C: 275,000 SF office and retail, assuming ¼ retail	68,750
Approved Rezoning, Albemarle Place – 616,000 SF retail, 44,000 SF restaurants	660,000
Approved Rezoning, North Fork Research Park – Up to 300,000 SF of "supporting commercial", assuming ¼ retail	75,000
Approved Rezoning, North Town Center – 53,000 SF grocery, 15,000 SF drug store, 23,000 SF office/retail, assuming 1/3 of that 23,000 SF is retail	75,590
Total of Approved Projects in the Northern Development Area Alone	**1,072,340**

ZHA's draft report shows that Albemarle already has rezoned land in the 29 North Corridor totaling 1,072,340 SF, compared to their estimate of supportable retail space *county-wide* of 1,040,000 to 1,368,100 SF.

While the ZHA figures are only preliminary, these figures nevertheless apparently underestimate the total of approved projects in the corridor. For example, County staff has projected that North Town Center, across from Lowe's, would bring approximately 199,800 SF of retail space to the County, more than twice the amount contained in ZHA's draft figures. ZHA's figures also do not include projects such as the additional retail portions of Hollymead Town Center (Area A) that have not been rezoned but are likely to be rezoned and built in some form.

Moreover, ZHA's preliminary figures do not include proposed rezonings and projects in other parts of the County. As their draft report notes, "It is likely that some retail development pressure will occur in other development areas within Albemarle County." This is a significant understatement. A number of retail projects in other parts of the County are, in fact, already proceeding. Rivanna Village, for example, will contain 240,000 SF of commercial and office space. Old Trail in Crozet is slated to bring 48,000

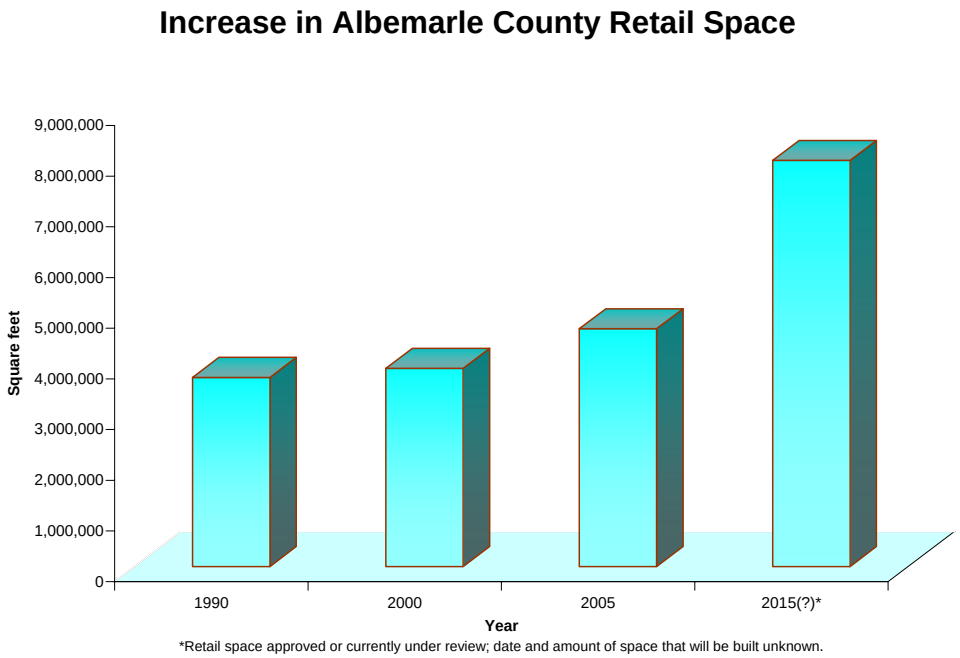
SF of retail to the County. The Luxor project on Pantops, which has been approved, will contribute 81,500 SF of additional retail.

The chart below provides a more comprehensive list of likely retail development that is in the works (including the projects in the table from ZHA above). [7] It shows that at least 3.3 million square feet of retail, about 2.5 go 3.5 times the 10-year absorption rate, has been approved or proposed.

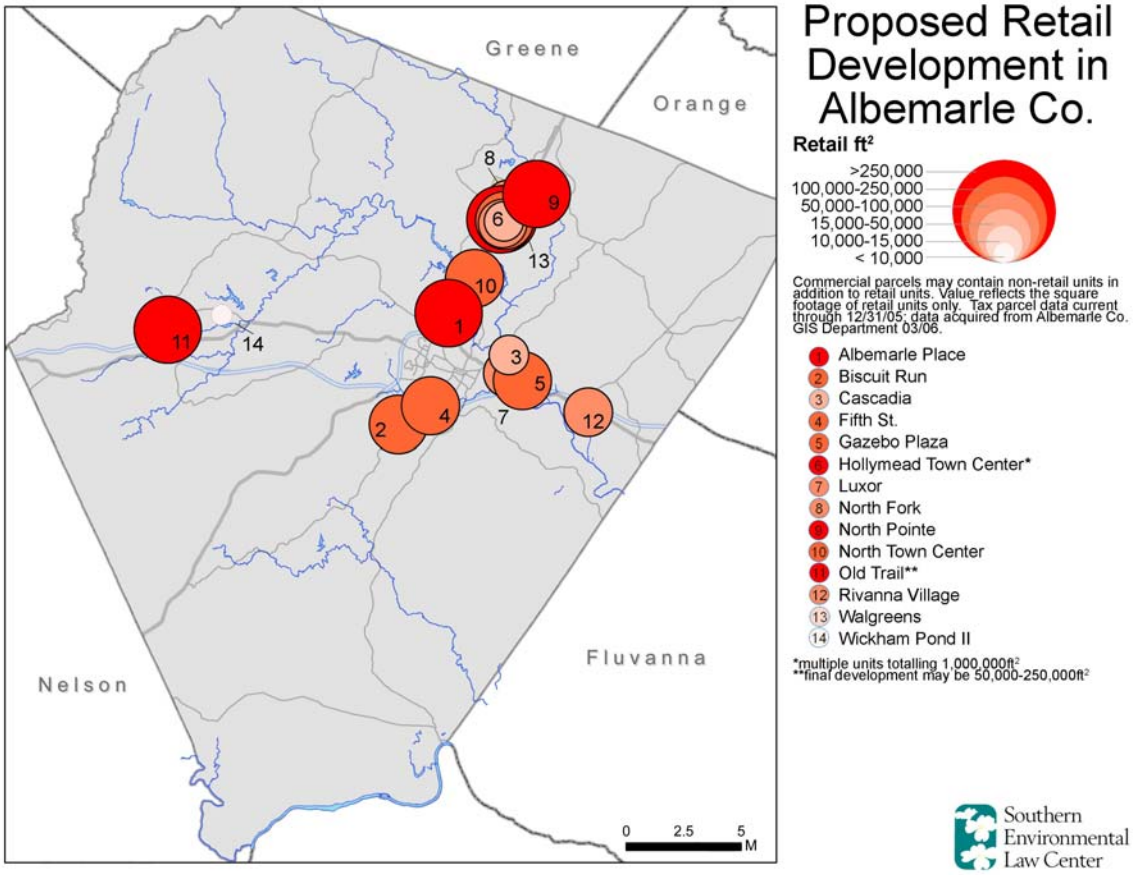
Project	**Retail Space**	**Status**
Hollymead Town Center		
HTC A-1[8]	296,000	Under review
HTC A-2	440,000	Under review
HTC B[9]	193,000	Remaining SF to build
HTC C[10]	68,500	Approved
HTC D	50,000	Rezoning approved
Albemarle Place[11]	805,000	Approved
North Fork Research Park[12]	75,000	Under review
North Pointe	539,534	Under review
Luxor (Pantops)	81,500	Approved
North Town Center (across from Lowe's)	199,800	By right
Biscuit Run	240,000	Under review
Walgreens (29 & Proffitt Road)	14,820	Final Site Plan under review
Old Trail (Crozet)	50,000- 250,000	Rezoning approved
Rivanna Village (near Glenmore)(240,0000 SF office & retail total-assume ¼ retail)[13]	60,000	Under review
Gazebo Plaza (250E/ I-64)	180,000	Final Site Plan under review
Wickham Pond II (Crozet)	8,000	Under review
Cascadia (Pantops)	20,000	Under review
Total Square Feet of Retail Approved or Under Review in the County	**3,321,154 - 3,521,154 SF**	

County-wide, between 3.32 and 3.52 million SF of additional retail space either has been approved or is under review. This would bring total retail space in the County to over 8 million square feet, an increase of 70 to 75% over the approximately 4.7 million SF of retail space existing at the close of 2005. And this figure does not include other developments that have been proposed but are not currently under review, such as a project on Fifth Street Extended, near I-64, for which a Comprehensive Plan Amendment has been approved permitting up to 300,000 SF of "big box" development.

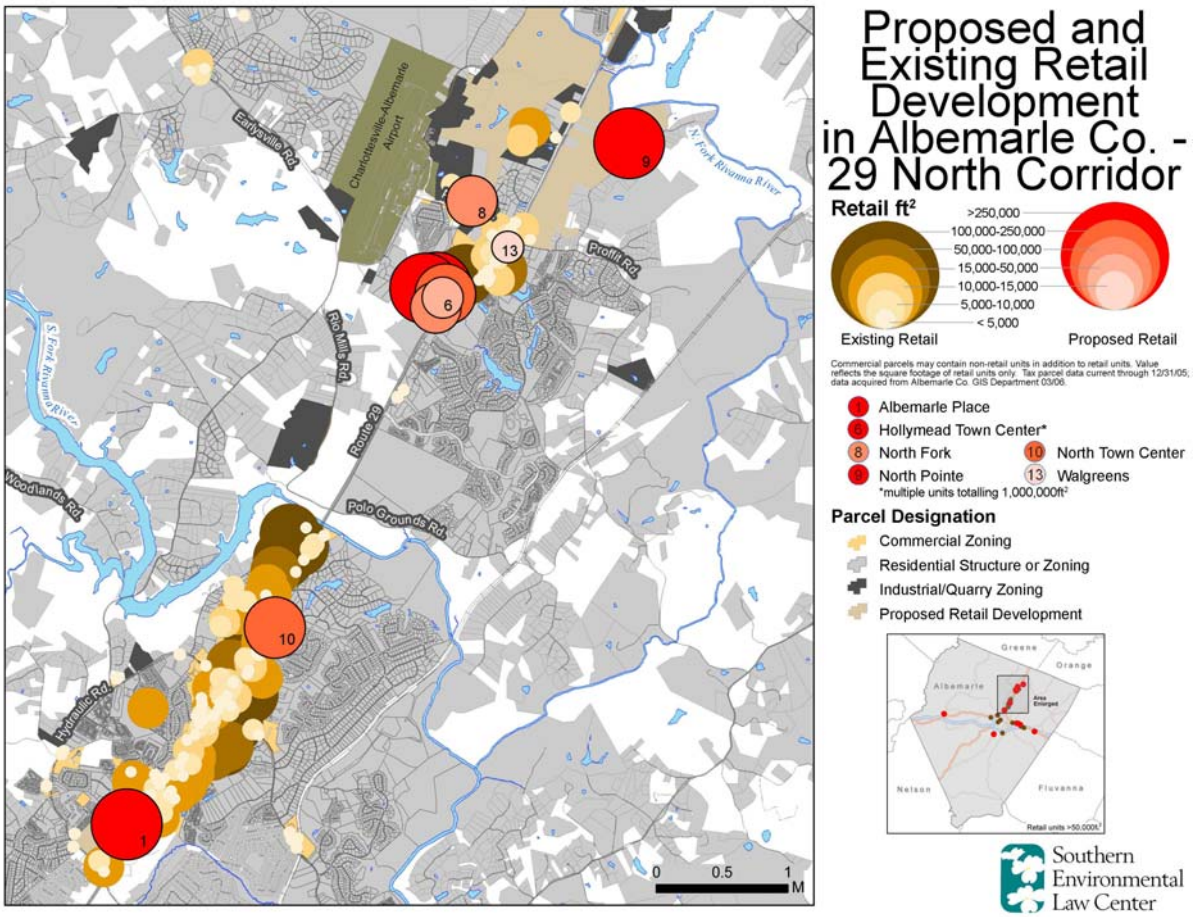
The chart below shows the tremendous potential increase in retail space.



The following map shows the proposed location and scale of the additional retail development approved or under review in the County.



The majority of proposed development is slated for the 29 North Corridor. The map below provides a closer look at the retail approved or under review along 29 North and how it relates to existing retail.



The County is at a critical juncture. With a significant amount of proposed retail space currently under review, now is the time to step back, look at the rate and amount of retail growth, as well as the likely impacts of this growth, and decide how to manage this growth. Even waiting a few short months will mean a loss of opportunities and a narrowing of options, as each approved rezoning helps set development patterns for decades to come.

The Impacts of Retail Overload

The enormous amount of retail projects awaiting approval or construction in Albemarle will have tremendous and far-reaching impacts on the County, the City, and the entire region. These impacts will include harm to existing retail businesses, an increase in sprawl and traffic congestion, more air pollution, and degraded water quality.

Harm to Existing Businesses

For one thing, there is only so much retail the area can absorb. Commercial real estate development is a zero-sum game to a large extent, with sales from one area increasing at the expense of losses in another area. In the Richmond Metropolitan area, which has added significant new retail space in recent years at the Short Pump Town Center, Stony Point Fashion Park, and other developments, retail executives have listed "overbuilding" as their number one concern "facing the retail industry today."[14] In fact, *Retail Traffic*, a well-respected trade publication for the shopping center and retail real estate industry, reported that "one drawback" to the new retail centers in the Richmond area is that:

> "[T]he excitement of the new development is prompting retailers to quit older suburban centers, leaving them with dark boxes and causing the vacancy rates to rise. Eventually, some older centers will close, brokers say."[15]

Similarly, the County should expect that increased sales in new developments would come at the expense of a decrease in sales in other, older developed parts of the community. As County staff have noted, "vacancies already exist in shopping centers along Route 29" and an "oversaturated inventory of commercial space will increase vacancy rates."[16]

Some developers contend that estimates for the County's retail absorption estimates fail to adequately consider the "leakage" of County shoppers traveling to Short Pump, Potomac Mills, Tyson's Corner, and other "destination-style" mega-shopping malls. Yet relying on predictions of recovered "leakage" is especially risky in making land-use decisions. As Steve Allshouse has observed, the methodology used to develop an estimate of "leakage" to Richmond or Northern Virginia is not reliable. But to the extent recent data suggest anything, it is that few retail sales leak from this region to other parts of the state; instead, "the Charlottesville MSA appears to represent something of a shopping destination for people who live outside our area."[17]

Increased Sprawl and Undermining the Neighborhood Model

A number of the retail proposals in the pipeline are for "greenfield" developments at the fringes of developed areas that will chew up more of the County's open space. Some recent proposals show retail, residential and office uses adjacent to one another but not integrated as proposed in the design goals of the Neighborhood Model. Thus, much more

land will be paved than necessary. In addition, the oversupply of retail likely to result if 3.3 million-plus square feet of retail are added to the County will significantly reduce incentives to redevelop existing vacant or underutilized retail space, particularly in the 29 corridor. This is because, as the Richmond area has already seen, retailers often will choose to move to the newest shopping mall rather than renovate space in an existing retail center. These trends will further exacerbate sprawl in the region and lead to less efficient growth in the County's designated growth areas, and thus will also increase pressure to expand growth areas to include more land currently in rural areas.

Moreover, several of the proposed retail projects are designed to draw more customers from beyond the area. To accomplish this goal, some projects are essentially rejecting the pedestrian-friendly Neighborhood Model of development emphasized in the County's Comprehensive Plan. Instead, developers propose to build "big box" shopping malls with few neighborhood model features, creating at best only a veneer of neighborhood.

Further, the wave of retail growth awaiting approval or construction will spur new residential growth. Particularly in an area with as low unemployment as this region enjoys, building and staffing 3.3 million square feet or more of additional retail would require bringing even more residents into the region, employing more residents from outlying counties who will have to commute into the County, and putting more pressure on the rural areas to increase residential housing.

Stale Zoning

Rezoning too much land for commercial purposes can lead not only to overbuilding and leapfrogging of retail from the older to newer centers, but also to excess commercially zoned land. As noted above, some existing businesses are likely to suffer as a result, but some projects are also likely not to build out to the extent authorized. Over time, even if some of the land is not fully developed, the County would be stuck with a large amount of land zoned for an inappropriate purpose. This impedes the County's ability to make the most appropriate use of the land.

Both the County's Fiscal Impact Planner, Steven Allshouse, and ZHA, consultants for the Places 29 Master Plan, agree that the County may have reached the limit to the amount of commercial space it can absorb. Zoning land beyond that point will block or undermine the ability of the County to respond to changing conditions and community priorities in the future.

More Traffic and Air Pollution

The County and the region are already straining to accommodate the driving generated by the current level of retail space and activity, particularly in the congested 29 North Corridor where most of the new retail would be located. The massive amounts of additional retail space approved and under review will generate increased driving and traffic congestion. Among other things, some projects in the pipeline are expressly

designed to attract shoppers from outside the area. Additional retail growth at the edge of growth areas also will increase driving as people in the area travel farther to shop. New retail projects in the 29 North Corridor have already led to additional stoplights, and the proliferation of stoplights will continue with the proposed projects, contrary to the commitment of both the County and the Charlottesville-Albemarle Metropolitan Planning Organization (MPO) to improve traffic problems in this corridor. Today, 90% of the traffic along the 29 North Corridor is due to local and regional motorists working and shopping in urbanized Albemarle County and the City of Charlottesville. These are the traffic trips that are most likely to increase – and overburden the transportation infrastructure – with increased retail development. The traffic problems caused by an overload of retail will be exacerbated by the absence of meaningful regional alternatives to driving, a problem new retail developments have taken few – if any – steps to address.

In short, the additional vehicle trips these projects will generate would significantly increase the burden on the transportation system, increasing traffic congestion and accompanying problems such as air pollution, time lost in traffic, wasted fuel, and the expense of driving.

Increased Water Pollution and Consumption

Land clearing and runoff from an increase in parking lots, rooftops, and other impervious surfaces will all generate water pollution. County staff has estimated that application of the minimum state law requirements to control sediment runoff during development typically only capture 60% of the sediment under normal circumstances. The remaining 40% usually flows into waterways, such as the Rivanna River. Even application of the most protective Best Management Practices, far above what state law requires, tend to only capture 80% of sediment under normal conditions, according to County staff estimates. These "normal conditions" do not include extreme weather events which can strike during construction, when the land is most susceptible to erosion damage and significant loss of sediment and other pollutants as runoff.

The arrival of severe rains in September 2004 during the development of Hollymead Town Center, for example, resulted in significant pollution to the Rivanna River, turning this vital resource into a river of red clay, killing aquatic vegetation, and eventually polluting the Chesapeake Bay. In addition, residents of Forest Lakes have complained that runoff from the new mall has added significant sediment to their ponds.

Moreover, it is not just the water *quality* impacts of retail development that must be taken into account. Retail growth will also impact water *quantity* needs and supplies. The County, the City of Charlottesville, and the Rivanna Water and Sewer Authority have just completed a long and difficult process for determining how best to satisfy the area's water needs for the next fifty years. This process demonstrated that no solution is easy, and that meeting the area's water needs is an expensive and complicated undertaking. The approval of massive retail projects will lead to significant increases in water consumption during construction and operation of projects.

Policy Recommendations

The County should act now to limit the adverse impacts of the retail overload. There are a number of steps the Board of Supervisors should aggressively pursue to address the challenges of potential retail overload in the County. Along with other approaches, the Board should:

- Direct County staff to improve reporting and recordkeeping of the amount of existing, approved, and proposed retail and office projects, as well as measures such as the amount of retail space per capita for the County and the region.
- Defer or encourage developers to postpone rezonings until master plans have been completed, and carefully scrutinize any proposals considered prior to completion of a master plan.
- Insist on better design of proposed projects, including greater adherence to the Neighborhood Model, and use its authority to deny proposals that do not reflect the Comprehensive Plan and will have significant adverse impacts.
- Phase-in retail development in the growth areas.

Better Reporting and Recordkeeping

There is a shortage of readily available information on the amount of retail development that currently exists, has been approved, or is under review. Although County staff was extremely helpful in obtaining the information presented in this report, a tremendous amount of research was required to generate even this snapshot of development approved or under review, and there are a number of shortcomings of existing data.

Ten years ago, the County's Comprehensive Plan called for County staff to "[m]onitor and report to the Planning Commission and Board of Supervisors about the volume of economic development activity and how that activity is fitting with the Goals, Objectives and Strategies of the Comprehensive Plan." [18] County decision makers need to have such information to make appropriate decisions, and the public needs such information so that it can help shape the future of our region. Just as it keeps a rolling account of the number of residential units proposed, County staff should ascertain the amount of proposed retail and office space from rezoning applications and site plans, plug the data into its reports to the Planning Commission and Board of Supervisors, and clearly state any assumptions made and definitions used. This information should also be posted on the County's website for public information.

In addition, the County currently lacks sufficient data to be able to compare retail development in this area to other regions. Among other things, the County should develop

a picture of retail square footage per capita in the Charlottesville Metropolitan Statistical Area—perhaps in conjunction with the Thomas Jefferson Planning District Commission—and compare that per capita development rate to other regions. This kind of data is essential to help the County chart the rate of its growth and make the most informed decisions regarding the phasing and pacing of development.

Develop Without Undermining Master Plans for Growth Areas

There has been significant concern among citizens and decision makers about overbuilding in the rural areas of the County, and there continues to be broad public support for protection of the rural areas. The concept of designated growth areas is a very useful tool to protecting the rural areas and reducing the costs to taxpayers of serving growth by guiding development to targeted areas, and we strongly support this concept. However, development in the growth areas needs to be done properly for the concept to work well.

Master plans can be a very valuable tool in shaping the future of a community and to help get development right in the growth areas. We applaud the efforts of the County to move ahead with master plans for various designated growth areas, and we hope that quality plans will be developed and adopted as quickly as possible. However, the Board of Supervisors recently decided not to defer all rezonings until master plans have been completed for an area. If the Board is not going to defer rezonings, then it needs to be very careful not to approve major projects that will limit the usefulness of a master plan unless significant steps have been taken to reduce the adverse impacts of the project. For example, County staff have pointed out that the lengthy consideration of the North Pointe proposal has adversely impacted the Places 29 Master Plan process, stating that "As a project on the fringes of the development area for which an acceptable plan and proffers have yet to be provided, staff believes that its future land use should be considered as part of the current master plan process."[19] Developers should also be encouraged to postpone rezoning applications until the relevant master plan process is complete.

Insist on Better Design and Adherence to the Neighborhood Model

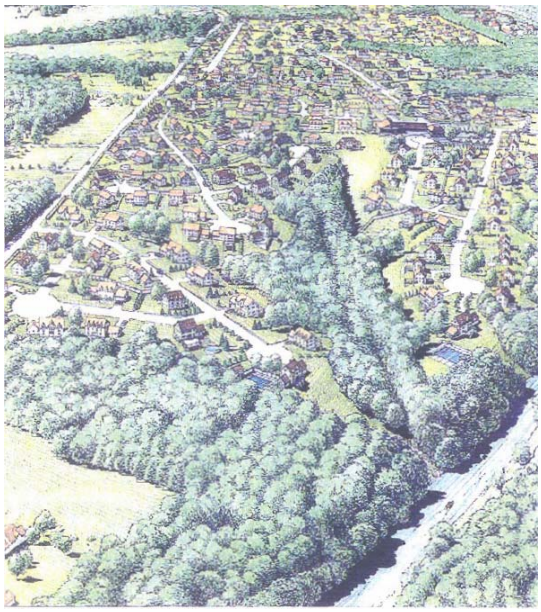
The County must recognize that all development in the growth areas is not beneficial. If a proposal is not well designed, it will undermine the County's plans and generate more adverse impacts. The County is fortunate to be in a strong position as a desirable retail location, and it should insist on quality growth that is far less destructive and costly to serve. Other communities in Virginia and around the country have done more to insist on quality development and then permit the market to respond to meet that standard.

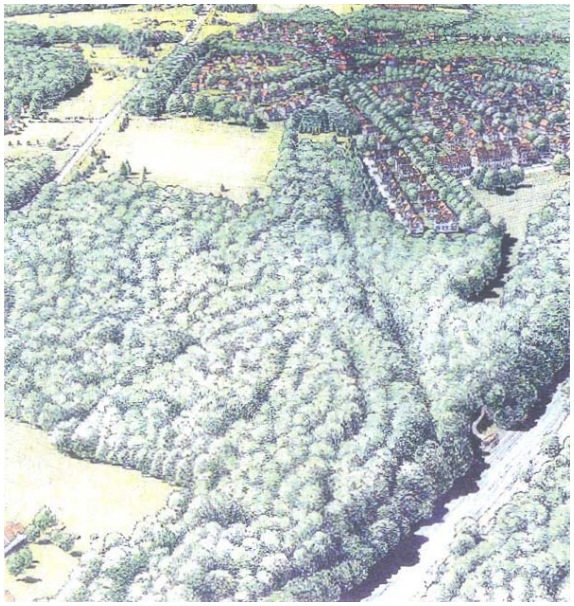
Fortunately, the County has a strong base with the Neighborhood Model. Among other benefits, the Neighborhood Model calls for projects to be pedestrian-friendly, mixed use, and more compact, with parking out of sight behind buildings and important environmental

features protected. The County should ensure that projects at least meet that bar. Yet many do not. For example, a number of recent proposed projects consist of big box shopping malls with a residential component off to one side, poorly integrated within the project and included in a thinly-veiled attempt to dress the development up as being consistent with the Neighborhood Model.

The current proposal for North Pointe offers a striking example of the design failures of development proposals. In fact, when the Neighborhood Model was being developed, the North Pointe parcels – then known as the Towers Land Trust – were used as an example of "the Neighborhood Model Applied." What is most remarkable is how much the applicant's current proposal differs from the earlier renderings showing how the property *should* be developed.

Two drawings of alternative development patterns for the Towers Land Trust taken from the County's Neighborhood Model documents highlight the differences between the kind of sprawling, destructive development that is being proposed, and the Neighborhood Model that the County should do much more to promote.[20]





The drawing to the left shows traditional suburban sprawl, remarkably similar to the proposed project the applicant now seeks to build. On the right, we see how the Neighborhood Model would look if applied—dense, mixed-use development away from the river, respecting the steep slopes, tributary streams, and other natural features comprising the landscape in the area. Each alternative contains the same amount of development.

Under state law, the Board of Supervisors has broad discretion to make zoning decisions to encourage "the most appropriate use of land throughout the locality."[21] The Board needs to take a close look at the specific character of each site and at the specifics of each proposal to ensure that growth is well-planned and benefits the community as a whole. When land use proposals do not reflect the comprehensive plan and will have significant adverse impacts—such as big box developments wrapped by large parking lots that run counter to the Neighborhood Model—the Board should send a clear message to their staff and developers that this form of development is not desired. In short, the Board can just say "no" to certain developments. State law outlines 12 categories the Board should look at and that can form the basis for denying a rezoning application.[22]

As noted earlier, most rezoning occurs in reaction to property owners or developers seeking to maximize the potential financial return on a parcel, and the impacts on the County's growth patterns are often overlooked. In light of the potential damage that could result from building the more than 3.3 million additional square feet of retail approved or under review, the County needs to look at overall trends before proceeding with individual rezonings and to set the bar higher for additional retail projects.

The County should also move to reduce the adverse impacts of retail overbuilding by taking steps such as limiting the size of retail buildings, promoting multistory retail, and encouraging green building techniques that reduce energy and water consumption.

Adopt Retail Phasing

As noted earlier, there is significant public concern about the pace of residential development in the County, even in designated growth areas. However, comparatively little attention has been paid to the pace of retail development in the growth areas.

Simply because a parcel is located in a growth area does not mean that it should be rezoned for massive development immediately or that it should not be designed to minimize the loss of open space, runoff, etc.

We applaud the Board of Supervisors' recent call for a work session to examine the rate of residential and commercial growth in the designated growth areas and the overall rate of development in the pipeline in the County. We hope that this work session will be held soon, and that the Board will decide to phase in the rate of development in the growth areas so that it occurs more gradually, allowing time for the County to chart a course that promotes the best and most efficient uses of the land. While phasing has primarily been discussed as a tool that might be used in rural areas, it could also be applied to designated growth areas. For example, various residential and/or commercial components of a project

could be authorized to be built at particular times, depending on what best meets the County's goals outlined in its Comprehensive Plan.

Conclusion

The amount of new retail development in the pipeline in the County is staggering. With over 3.3 million square feet of additional retail approved or under review – about 2.5 to 3.5 times the upper limit of sustainable growth, according to County estimates – the County could have over 8 million square feet of retail before long. The fiscal, economic, social, and environmental consequences of this potential retail overload are enormous and threaten the quality of life that makes the County so desirable.

Although much of this development has already been approved, several massive rezoning proposals are currently under review. The County must act quickly and decisively to moderate the explosive retail growth that is currently transforming our community, and to improve the design of projects that are ultimately approved. Some proposed development should be denied, or at the very least reshaped and developed in phases over time.

The decisions that are being made now will shape this region for decades to come. The current path is contrary to the County's vision and long term plans. We must change direction and pursue more sensible growth strategies that take the greatest possible advantage of the many valuable resources and wonderful opportunities still present today in the County and the entire Charlottesville area.

ENDNOTES

[1] One of the challenges in gathering data on retail capacity in Albemarle is that different definitions of retail are used in different analyses within the County. For the purposes of this report, we use the Planning Department's definition cited and used by the County's fiscal analyst, Steven Allshouse, in his retail absorption studies: "…not only activities such as the sale of merchandise, but, also, the sale of services. Under this classification scheme, a department store's square footage is considered retail space, but so is the square footage associated with businesses such as movie theaters, car washes, banks, hotels, etc." Memorandum to Michael Barnes, "Projected Demand for Retail Space in Albemarle County for the Years 2002-2011," October 22, 2001, footnote 1.
[2] Data from 1990 through 2001 are contained in Memorandum from Steven Allshouse to Elaine Echols, Principal Planner, "Update of Projected Demand for Retail Space in Albemarle County," July 11, 2003. Estimates for 2002-2005 were provided by Steve Allshouse in response to inquiries from SELC, April 2006.
[3] Data in this paragraph are derived from Albemarle County Tax Database; accessed March 2006.
[4] Steven Allshouse Memorandum to Elaine Echols, Principal Planner, "Update of Projected Demand for Retail Space in Albemarle County," July 11, 2003, p. 1.
[5] ZHA, Inc., "Draft Retail Market Analysis," January 14, 2006 draft, p. 8. It should be noted that the ZHA draft report uses a slightly different, somewhat narrower definition of retail than the Planning Department's definition cited and used by Mr. Allshouse and in this report.
[6] This chart is taken from ZHA's draft report, page 9; the title was modified for clarity.
[7] Except as otherwise noted, all data in the table are from Albemarle County Planning Staff.
[8] Hollymead Town Center Conceptual Master Plan and square footage approved. A-1 and A-2 square footage from Staff Report, Sean Dougherty, April 5, 2006.
[9] Hollymead Town Center has 500,000 SF approved; 307,000 SF have already been built (Target and others). ZHA, Inc. Draft Report, p. 9
[10] ZHA: Hollymead Town Center Parcel A has 275,000 SF office and retail with l/4 assumed as retail. This is a very conservative estimate.
[11] Albemarle Planning Staff: Albemarle Place's 805,000 SF includes 616,000 SF retail; 65,000 SF cinema; 44,000 SF restaurants; 80,000 SF lodging. It will also have 267,000 SF office and 600-700 residential units.
[12] ZHA assumes one-quarter of the planned 300,000 SF expansion of North Fork Research Park will be retail.
[13] Albemarle Planning Staff. SELC assumed that one-quarter of Rivanna Village's 240,000 SF office and retail would be retail.
[14] Advantis Real Estate Services Co., "Mid-Year 2005 Retail Report, Richmond, Virginia Market," *available at* http://www.advantisgva.com/Offices/richmond/richmond_reports.asp.
[15] Patricia Kirk, "Richmond Rising," *Retail Traffic* (Mar. 1, 2004).
[16] Executive Summary, North Pointe Update, prepared by County staff for the Board of Supervisors' January 4, 2006 meeting.
[17] Allshouse 2003 memorandum, pp. 6-7.
[18] Albemarle County Comprehensive Plan, Economic Development Policy, pp. 8-9 (Adopted March 1, 1995).
[19] Executive Summary, North Pointe Update, *supra* note 16.
[20] Torti Gallas and Partners-CHK, Inc. and Dodson Associates, "The Neighborhood Model: Building Blocks for the Development Areas" (March 22, 2000), pp. 126-7 (images cropped to focus on development).
[21] Va. Code § 15.2-2284.

[22] "Zoning ordinances and districts shall be drawn and applied with reasonable consideration for [1] the existing use and character of property, [2] the comprehensive plan, [3] the suitability of property for various purposes, [4] the trends of growth or change, [5] the current and future requirements of the community as to the land for various purposes as determined by population and economic studies and other studies, [6] the transportation requirements of the community, [7] the requirements for airports, housing, schools, parks, playgrounds, recreation areas and other public services, [8] the conservation of natural resources, [9] the preservation of flood plains, [10] the preservation of agricultural and forestal land, [11] the conservation of properties and their values and [12] the encouragement of the most appropriate use of land throughout the locality." Va. Code Ann. § 15.2-2284 (numbers added for clarity).

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Cover Photographs: © Charlie Shoffner (Clockwise from top left: extensive grading at Hollymead; gridlock near Hydraulic Road and Greenbrier Drive; aerial photo of Rt. 29 looking northward from Fashion Square Mall)

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